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Message Text

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ORIGIN EUR-25

INFO OCT-01 ISO-00 CIAE-00 PM-07 INR-11 L-03 ACDA-19

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JCS/J-5:COL FYE (INFO)
---------- 086491
R 152254Z AUG 74
FM SECSTATE WASHDC
TO USMISSION NATO
INFO USNMR SHAPE
USCINCEUR
USLOSACL ANT
CINCLANT

C O N F I D E N T I A L STATE 179599

E.O. 11652: GDS
TAGS: MCAP, NATO
SUBJECT: MINISTERIAL GUIDANCE

REF: A. USNATO 4180; B. USNATO 4174; C. STATE 168334;
D. USNATO 4368

1. WE ARE SOMEWHAT CONCERNED OVER HUMPHREYS' INTENTION TO RELEASE A FIRST DRAFT TEXT FOR MINISTERIAL GUIDANCE SHORTLY AFTER END OF AUGUST FOR DISCUSSION IN DRC IN MID-SEPTEMBER. WE THINK THIS IS MOVING TOO FAST FOR INJECTION OF NEW SUBSTANCE.

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2. SUGGEST MISSION PROPOSE TO HUMPHREY THAT HE

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SCHEDULE A SERIES OF DRC DISCUSSIONS IN SEPTEMBER ON KEY ELEMENTS OF DRAFT MINISTERIAL GUIDANCE, WITH ANY EFFORT TO CONSIDER ACTUAL TEXTS PUT OFF UNTIL EARLY OCTOBER.

3. WE RECOGNIZE ATTRACTION OF USE OF HEADINGS OF 1973 GUIDANCE (DPC/D(73)8) AS A LIST OF KEY ELEMENTS OF GUIDANCE, BUT WE WOULD NOT WANT RIGID ADHERENCE TO THESE. WE SEE POSSIBLE NEED TO INCORPORATE GUIDANCE TO COUNTRIES ON SUCH TOPICS AS USE OF WARNING TIME, RATIONALIZATION, ETC., AND TO DPC PERMANENT REPRESENTATIVES IN THEIR MANAGEMENT OF SUPPORTING PROGRAMS. AS INDICATED IN REF C, WE ALSO FORESEE SOME COVERAGE OF A LONG RANGE DEFENSE CONCEPT FOR NATO. HENCE, STRUCTURE AND SCOPE OF

GUIDANCE SHOULD INITIALLY BE KEPT OPEN.

4. FOLLOWING COMMENTS RELATE TO AND ARE KEYED TO MISSION VIEWS IN PARA 3, REF A:

A. SOVIET POLICY AND STRATEGIC BALANCE. AGREE THAT SECTION IS TOO LONG. UPDATED LANGUAGE FOR SOVIET POLICY COULD BE DRAWN FROM RECENT APAG REPORT (C-M(74)47).

B. THREAT. WHILE WE AGREE THAT MC 161-74 WOULD GENERALLY BE SOURCE FOR THIS SECTION, WHICH NEED NOT BE LONG, DISCUSSION OF CONVENTIONAL BALANCE MIGHT BE BETTER SERVED IN A SEPARATE SECTION, AND VIEW OF ADEQUACY OF THE PROJECTED CONVENTIONAL BALANCE WITHIN CURRENT STRATEGY SHOULD REFLECT MINISTERIAL JUDGMENT, HAVING TAKEN MC ASSESSMENT INTO ACCOUNT.

C. WARNING OF WAR. 1973 COVERAGE IS MUCH TOO RESTRICTED IN SCOPE. COVERAGE SHOULD INCLUDE USE OF WARNING TIME AND READINESS OF NATO NATIONS TO TAKE MEASURES DURING A PERIOD OF INCREASING TENSION (AND/OR WP BUILDUP) TO IMPROVE DEFENSIVE READINESS AND STRENGTHEN THE CONVENTIONAL DETERRENT. TREATMENT OF HOW MUCH WARNING OF WAR COULD BE EXPECTED MIGHT WELL BE RESTRICTED TO REFERENCE TO MC 161-74 COVERAGE, WITH USE OF WARNING TIME AND NATO RESPONSE DURING CONFIDENTIAL

PERIODS OF TENSION OR BUILDUP COVERED UNDER A SEPARATE HEADING OF "USE OF WARNING TIME - THE INCREASED DETERRENT PHASE." IT SHOULD BE MADE CLEAR THAT INCREASED NATO DEFENSIVE, PRECAUTIONARY OR PREPAREDNESS MEASURES SHOULD NOT BE DELAYED UNTIL THERE IS A CLEAR AND FINAL, DEFINITIVE WARNING OF WAR BUT SHOULD BEGIN IN THE INCREASED DETERRENT PHASE. THESE PREPARATIONS WOULD INCLUDE NATIONAL ACTIONS TAKING PLACE FOR THE

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MOST PART OUTSIDE OF THE NATO ALERT SYSTEM BUT
COORDINATED IN THE DPC OR COUNCIL.

D. TECHNOLOGY. WE SUGGEST MISSION RECOMMEND TO
HUMPHREYS THAT HE SECURE APPROPRIATE COVERAGE FROM
ASG DEFENSE SUPPORT. WE WILL ATTEMPT TO DEVELOP
COVERAGE HERE ALSO.

E. RESOURCES. THIS SECTION SHOULD COVER FINANCIAL
RESOURCES, MANPOWER CONSTRAINTS, AND AVAILABILITY OF
EMERGENCY SUPPORT FROM THE CIVIL SECTOR. WE THINK
DRC SHOULD LOOK AT ALTERNATIVE FORMULAS OF (1) MAIN-
TENANCE OF SAME PERCENTAGE OF GNP FOR DEFENSE, BUT WITH
THOSE BELOW AVERAGE MOVING TOWARD THE AVERAGE; AND (2)
MAINTENANCE OF DEFENSE SPENDING IN REAL TERMS PLUS AN

ANNUAL INCREASE OF 3 TO 5 PERCENT; FOR NATIONS WITH
DEFENSE RESPONSIBILITIES OUTSIDE NATO THIS FORMULA
WOULD CALL FOR MAINTENANCE OF DEFENSE SPENDING FOR NATO
IN REAL TERMS PLUS AN ANNUAL INCREASE OF 3 TO 5 PERCENT
IN THE DEFENSE SPENDING FOR NATO. UNDER A RISING GNP,
FIRST ALTERNATIVE IN SOME CASES COULD RESULT IN FORCE
PROPOSALS FAR BEYOND COUNTRY INTENTION OR ACCEPTANCE.
SECOND FORMULA SEEMS REASONABLE AS LONG-TERM NORM.
WE DO NOT WISH TO RULE OUT CONSIDERATION OF OTHER
ALTERNATIVES; OBJECTIVE OF HAVING CLEAR RESOURCE
GUIDANCE FOR PLANNING PURPOSES FOR EACH COUNTRY MAY
REQUIRE CONSIDERATION OF INDIVIDUAL FORMULATIONS IN
CASES OF SPECIAL ECONOMIC SITUATIONS, AS IN GREECE,
PORTUGAL AND TURKEY. THIS SECTION SHOULD ALSO
RECOGNIZE NEED FOR INCREASED SUPPORT OF COMMON NATO
PROGRAMS, IF OBJECTIVES OF GREATER FLEXIBILITY AND
OVERALL EFFECTIVENESS ARE TO BE MET.
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F. OVERALL DEFENSE PLANNING. THIS IS THE MAJOR AREA
FOR COVERAGE OF US INITIATIVES, TO INCLUDE US CALL FOR
PLANNING WHICH WOULD TAKE ALL FORCES INTO ACCOUNT. THIS
SHOULD BE ONE OF KEY SECTIONS OF PAPER.

5. WASHINGTON WORK ON KEY ELEMENTS OF MINISTERIAL
GUIDANCE IS CONTINUING. WE HOPE TO FURNISH A PARTIAL
DRAFT BY MID-AUGUST FOR MISSION REVIEW, WITH MORE
COMPLETE DRAFT BY EARLY SEPTEMBER.

6. OUR OBJECTIVE FOR DECEMBER IS FULL AND FRANK
MINISTERIAL DISCUSSION OF THE KEY ELEMENTS OF DRAFT
GUIDANCE. WE NEITHER EXPECT NOR WANT THE DRC TO
PRODUCE A FULLY AGREED DRAFT; WE WOULD NOT WISH TO PAPER

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OVER IMPORTANT DIFFERENCES IF THE THRUST AND PRECISION
OF GUIDANCE WOULD BE DILUTED. USE OF BRACKETED LANGUAGE
OR PREFERABLY LISTING OF ALTERNATIVE APPROACHES FOR
MINISTERIAL DISCUSSION WOULD BE A USEFUL APPROACH.

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